DOCUMENT RESUME

ED 467 425 SP 040 950

| | |
|---|---|
| AUTHOR | Roach, Virginia; Snyder, Jon; Seamon, Joan |
| TITLE | State Reforms in Teacher Preparation, Licensure, and Professional Development. Issues in Brief. |
| INSTITUTION | National Association of State Boards of Education, Alexandria, VA. |
| PUB DATE | 1996-05-00 |
| NOTE | 19p. |
| AVAILABLE FROM | National Association of State Boards of Education, 277 S. Washington Street, Suite 100, Alexandria, VA 22314 ($7.50). Tel: 703-684-4000. |
| PUB TYPE | Guides - Non-Classroom (055) |
| EDRS PRICE | EDRS Price MF01 Plus Postage. PC Not Available from EDRS |
| DESCRIPTORS | *Accountability; Elementary Secondary Education; Evaluation Methods; *Faculty Development; Higher Education; *Inservice Teacher Education; Knowledge Base for Teaching; *Preservice Teacher Education; State Government; *Teacher Certification; *Teacher Competencies; Teacher Evaluation |
| IDENTIFIERS | Performance Based Certification; *State Responsibility; State Role |

ABSTRACT

This brief notes that very few states have developed comprehensive policies to improve and support their teaching force as they implement other education reforms. In creating a coherent system of teacher support, one important place to begin is with the state board of education, which has broad authority over teacher preparation and licensure. Systemic reform in teaching begins with the state's responsibility to ensure that all teachers not only does not harm, but also help students learn what the state has defined as necessary. A state's accountability system for teachers is one part of fulfilling the state's responsibility to help students learn. A model for a state's teacher accountability system is provided. It indicates how different mechanisms in the state's accountability system should work together to build and support a high quality teacher workforce. The brief describes how these mechanisms operate in a teacher accountability system, examining structures and processes, assessment and feedback, and safeguards and incentives. It describes performance based licensure, which requires prospective teachers to meet high standards defining the knowledge, skills, and dispositions they need to help students succeed. It notes the advantages of standards based assessment, explaining that portfolio assessment also poses challenges regarding technical quality, equity, and feasibility. (SM)

Reproductions supplied by EDRS are the best that can be made
from the original document.

SP

ED 467 425

NASBE

NATIONAL ASSOCIATION OF STATE BOARDS OF EDUCATION

PERMISSION TO REPRODUCE AND DISSEMINATE THIS MATERIAL IN MICROFICHE, AND IN ELECTRONIC MEDIA FOR ERIC COLLECTION SUBSCRIBERS ONLY, HAS BEEN GRANTED BY

B. Welburn

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

2A

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☐ This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

# Issues in Brief

# State Reforms in Teacher Preparation, Licensure, and Professional Development

★ ★ ★ ★ ★ ★ ★ ★ ★

**National Association of State Boards of Education**
**May 1996**

BEST COPY AVAILABLE



SP040950

NASBE
NATIONAL ASSOCIATION OF
STATE BOARDS OF EDUCATION

## Issues in Brief

# State Reforms in Teacher Preparation, Licensure, and Professional Development

by
Virginia Roach, Ed.D., Jon Snyder, Ed.D.,
and Joan Seamon

May 1996

All Rights Reserved. Additional copies of this Issue Brief may be purchased for $7.50 each, plus $2.00 shipping and handling, from the National Association of State Boards of Education, 1012 Cameron St., Alexandria, VA 22314.
Publications information: 800-220-5183

## NASBE's Teacher Licensure Project

This Issue Brief is based on the work of NASBE's Teacher Licensure Project. Begun in 1991 with initial funding from the Metropolitan Life Foundation and later support from an anonymous donor, the project has seen many notable achievements among participating states in their efforts to establish performance-based standards for what beginning teachers should know and be able to do. At the same time, new challenges have emerged as state boards of education work toward developing assessment systems that will measure whether teacher candidates have indeed met those standards.

As Arkansas, the first project state, moved toward development of an assessment system for its new licensure standards, the state of North Carolina joined the NASBE project to focus on conducting "a teacher education and licensure policy audit to identify policies needing revision, deletion or further development." Also joining the project was Pennsylvania, which is completing a major revision of its teacher preparation and certification regulations. These now incorporate performance-based standards, and in the coming year a project mini-grant will assist Pennsylvania in the initial planning of alternative assessment mechanisms for teachers. The state of Maine entered the third year of its grassroots pilot approach to licensure reform. The reports of its three pilot sites — partnerships between postsecondary teacher education programs and local school districts — indicate that the collaborative efforts to produce draft standards have greatly increased the communication across education sectors and improved the teacher candidate induction programs in local schools.

The experience of each state has prompted concerns related to the development of appropriate assessment systems for teachers. While portfolio assessment is regarded as an effective vehicle (along with standardized tests and course work) for use in performance-based systems, it poses significant challenges in the areas of defining content, and the training of raters and reviewers. There was strong agreement among project states that assessment must include multiple lines of evidence over time.

Each state participating in the project received a grant of $10,000 and technical assistance from NASBE staff that ranged from preparing a comprehensive plan for reform of teacher certification to assisting states in creating a strategy for gaining public support for new teacher policies. Project states and representatives from several other states also participated in meetings of NASBE's Teacher Licensure Network.

BEST COPY AVAILABLE

# Part 1. A Statewide Teacher Accountability System

## Introduction

Many states and districts are making serious efforts to restructure their schools to better serve a student population that is growing in its diversity and that will be entering a more complex and intellectually demanding workplace. While such restructuring efforts have been defined and carried out in a number of ways, a fundamental element of these reforms is the move toward student-centered and learning-centered instruction. **Student-centered instruction** means that teachers take into account and meet the needs of all students by teaching in ways that are responsive to individual students' intelligences, talents, cultural and linguistic backgrounds, strengths, interests, and needs. **Learning-centered instruction** means that teaching methods lead to active, in-depth learning on the part of students — learning that involves powerful thinking and will enable students to meet the higher standards now being developed by states and districts.

There is no question that upgrading and "retooling" the teaching profession is central to any restructuring effort. Indeed, these reforms will fail without skilled, well-trained teachers who are able to teach according to the new student-centered and learning-centered vision for education. Despite this fact, ***very few states have developed comprehensive policies to improve and support their teaching force*** as they move ahead with other education reforms. Because of this, many states may be setting themselves up for failure: reforms cannot succeed without the teachers.

## Building A Statewide Teacher Accountability System

In creating a coherent system of teacher support, one important place to begin is with the state board of education. As the policymaking bodies established by state governments to oversee elementary and secondary education, state boards have broad authority for education in the states — particularly over the preparation and licensure of teachers. Indeed, state boards' approval authority of schools, colleges, and departments of education, along with their authority over teacher licensure, means that ***in most states the state board essentially controls who is trained, the type of training they receive, and who enters the teaching profession.*** When this authority is combined with their responsibility for setting the fundamental goals and direction for education in each state, it is clear that state boards are central to systemic reform in teaching.

Systemic reform in teaching begins with the state's responsibility to ensure that the teacher in each classroom not only does no harm to the student, but also helps the student learn what that state has defined as a well-rounded education. Giving such assurance means, in today's education parlance, providing "accountability." A state accountability system for teachers is one part of fulfilling the state's responsibility to help students learn.

A system of accountability for teachers requires first developing a set of beliefs based on the state's vision for student learning that is an explicit statement of what students should know and do. This vision should recognize the environment in which both student and teacher work and the influence of the school, family and community. Many state boards have already completed this first element of teacher reform by creating new learner goals and curriculum standards in their states.

Every learner goal or curriculum standard implies a particular notion of teaching and learning. For example, if learner goals are based on *"the student making connections in the environment, linking various subject areas through major themes and concepts,"* then teacher expectations should also focus on the ability of the teacher to connect his or her subject area to others. ***New student goals in many states require***

## Arkansas' Teacher Licensure Standards

Several states have developed teacher licensure standards. The State Board of Education in Arkansas approved a new set of teacher licensure standards in 1993. The standards are based on five *principles for licensure*, or goal areas, under which are several specific standards divided into three sections: *knowledge, dispositions, and performance*. For example:

**PRINCIPLE ONE**: The teacher understands the central concepts, tools of inquiry, and structures of the discipline(s) he or she teachers, can create learning experiences that make these aspects of subject matter meaningful for students, and can link the discipline(s) to other subjects.

1.1.0 **KNOWLEDGE**

1.1.1 The teacher knows how to apply major concepts, assumptions, debates, processes of inquiry, and ways of knowing that are central to the discipline(s) he/she teaches.

1.2.0 **DISPOSITIONS**

1.2.3 The teacher accepts multiple perspectives.

1.3.0 **PERFORMANCE**

1.3.3 The teacher effectively uses multiple representations and explanations of disciplinary concepts that capture key ideas and links them to students' prior understandings.

***teachers who are able to present broad concepts and have a deep understanding of their subject area. Yet, many states' expectations of teachers do not reflect the need for these abilities.***

### Teacher Standards

Standards for teachers represent the commitment the state makes to parents as they leave their child at the schoolhouse door. These standards represent what the people in a state, acting through their educational and political representatives, have decided they want in teachers; that is, the standards describe the knowledge, skills and dispositions that each teacher should possess in order to help students reach the state's learner outcomes.

As the world changes and the needs of students change, the demands on and expectations of teachers must change. This results in new conceptions of teaching, inherently different than the behavioristic models of teaching and learning that have dominated the field for many years. The new conceptions of teaching include:

- Learning to teach is developmental in nature (that is, it is an ongoing process that builds on successive learning experiences throughout a teacher's career);
- Teaching is non-linear, complex, interactive and context-specific (as opposed to older didactic models where teachers basically imparted unit after unit of information to students — a notion used in ill-fated attempts to construct "teacher-proof" curricula);



BEST COPY AVAILABLE

- Teaching should be built upon the strengths, interests and needs of students;
- Teaching should be active, both "hands-on" and "minds-on";
- Teaching should be culturally responsive;
- Teaching requires reflection.

These "shoulds" are actually value statements that go beyond what we "know" and what can be "assessed" in traditional ways. Therefore, the preparation and the licensing of teachers needs to change. For instance, the complexity of a teaching context (the subject, the students, the available materials, the time of day, the mood of the teacher, etc.) argues against the sole use of teaching simulations as either a way to instruct or evaluate teachers.

As with efforts to develop student standards, it seems very important for each state to go through its own process of developing teacher standards. Fortunately, there is substantial concurrence among state-developed standards and the variety of teacher standards being developed by such national projects as the Interstate New Teacher Assessment and Support Consortium and the National Board for Professional Teaching Standards, and groups such as the National Association of State Directors of Teachers Education and Certification.

New teacher standards not only describe what types of knowledge teachers should possess, but also what teachers should be able to do, and their ***dispositions*** or ***attitudes*** toward students and the role of the teacher.

Teacher standards should also represent the state's commitments to students and to teachers. That is, the standards themselves set an expectation that states will provide the structures and supports necessary for potential teachers to meet the standards.

## The Teacher Accountability System Model

A model for a state's teacher accountability system is illustrated in Diagram 1 on page 6. This model, developed by the National Center for Restructuring Education, Schools and Teaching, indicates how the different mechanisms in the state's accountability system should work together to build and support a high quality teacher work force for the 21st century. Following is a description of how these mechanisms operate in a teacher accountability system.

### Structures and Processes

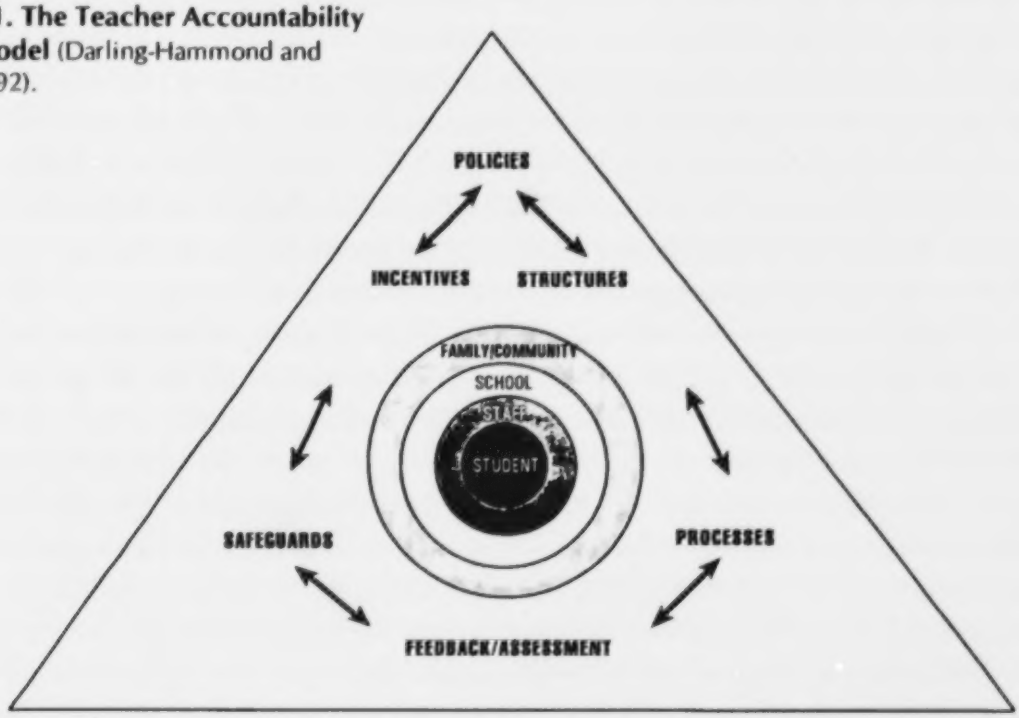
A fundamental challenge to states is to develop the **structures and processes** to support the development of the type of teacher that the state wants. These **structures** include quality teacher education programs, professional and leadership academics, professional development centers, teacher networks and other state structures aimed at developing teachers. In addition, the teacher development structures must be aligned with the other structures and processes in the state established to enhance student success. Hence, **processes** such as site-based management, student assessment, curriculum standards and frameworks, as well as teacher compensation policies, should be directly tied to the state's standards for teachers.

### Assessment/Feedback

Part of the state's responsibility is to determine, at different points in teachers' careers, how well the state structures are supporting teacher development, as well as how the individual teachers are meeting the state standards. This **assessment/feedback** mechanism is typically the teacher licensure stage, and it has been the focus of many state board members in recent years. Most state boards have moved away from awarding permanent teacher licenses in order to create a continuous assessment loop for teachers throughout their careers. However, very few states have created licensure systems that can also help a teacher or teacher candidate improve their practice. Because of the particular responsibility that state boards have in creating licensure systems, teacher licensure will be discussed in greater detail in the second half of this issue brief.

After state policymakers determine what they want in the teaching profession and created the structures used for developing teachers, teachers are assessed and given feedback on how well they meet the standards set by the state through the licensure process. In order to close the loop on teacher support, the state must then put in place

**Diagram 1. The Teacher Accountability System Model** (Darling-Hammond and Synder, 1992).




**safeguards and incentives** that tell educators, parents and the public what the state will do with the information it receives from the feedback and assessment stage, and how it will use that information to improve the system.

## Safeguards/Incentives

In most states, the safeguards/incentives piece of the support system merely provides for an initial license, a continuing license, or denial of a license. A few states, however, have developed career ladder and other comprehensive incentive systems that provide teachers incentives to improve practice throughout their career. Other states have developed teacher networks of those teachers who have been most successful in the assessment phase. These "master teachers" then provide assistance to novice teachers and teachers who are otherwise unable to meet the standards. They might also support the accountability system in other ways, such as through the structures and processes for teacher support or in the assessment of teachers. ***However, it should be noted that most states' assessment mechanisms for licensure and certification are not sophisticated enough to provide the types of feedback needed to support such incentive systems.***

* * *

The fundamental difference between a state system of teacher accountability as defined above and the current system that exists in most states is that the current system relies heavily on a *delivery mechanism*, namely graduation from a teacher education program, to ensure the competence of teachers. Under most current state systems, graduation from an approved teacher education program guarantees licensure, and once it is earned a license is generally renewable over a lifetime if the teacher completes enough additional coursework. Thus, a current teacher can be deemed suitable to practice without ever having to demonstrate his or her

competency in the classroom after the student teaching experience. The state typically provides few opportunities for teachers to receive feedback on their practice and even fewer incentives for most teachers to improve their practice. The vision of teaching and learning in many states is undefined or defined through de-facto methods such as the standards that underlie teacher education program approval, the National Council of Accreditation of Teacher Education (NCATE) system, and the assumptions about teachers and teaching that underlie the National Teachers Exam (NTE). Finally, the safeguards for the profession are often limited to ensuring that teachers who are felons or child molesters have their licenses revoked.

A comprehensive system of accountability defines what the state's commitments are to students, teachers, parents and the public. It includes structures and processes that support the development of those commitments, a method of assessing the development of those commitments ***with feedback to the professional on his or her mastery of the competencies***, and a mechanism for safeguarding students and the public from teachers who cannot reach the standards set by the state. Finally, a comprehensive system of support provides incentives for teachers to contribute to the accountability system that supports their profession.

## The Comprehensive State Plan for Teacher Development

In order for state board members and state department of education staff to evaluate their state's progress toward a comprehensive system of teacher accountability and development, the following table on pages 8-12 shows in detail how the elements of such a system work with the critical areas of teacher develop and accountability. The basic elements, which are listed in the lefthand column, include ***policies, structures, processes, feedback/assessment mechanisms, safeguards and incentives***. These elements are described in terms of the basic areas of concern for teacher development, including:

- The overall **vision for education in the state**, for both students and teachers;
- The essential **features of teacher development**, both pre-service and in-service;
- The **institutional capacity to support teacher development**, including expectations for schools as well as teacher education institutions; and
- **State-level relationships and responsibilities** in the areas of certification and licensure, state agency roles, and governance.

| Elements of Accountability System | VISION | |
|---|---|---|
| | **Student Goals and Outcomes** | **Teacher Goals and Outcomes** |
| **Policies** | • State Board has developed clear vision of what students should know and be able to do; e.g., learner outcomes, Common Core;<br>• Student goal policies apply to all students, regardless of race, gender, ethnicity, or ability<br>• Expectation that all students will achieve world-class standards. | • State Board has developed clear vision of what teachers should know and be able to do, e.g., teacher standards;<br>• Teacher standards are linked to and derived from student standards;<br>• License-specific standards further explain general teaching standards, rather than adding more. |
| **Structures** | • School is organized around student learning, e.g., grade composition, classroom organization;<br>• Class scheduling/student grouping is flexible to focus on student learning;<br>• Curriculum frameworks and classroom curriculum are aligned with the vision for student learning. | • The structure for developing teacher standards includes a wide variety of stakeholders, including teachers, parents, administrators, representatives from the business community, and students, when appropriate. |
| **Processes** | • Ensure inclusion of diverse learners in school program;<br>• Student instruction is flexible to focus on and enruse student learning;<br>• Teachers employ a variety of instructional methods boased on the individual strengths, interests and needs of students;<br>• Processes allow flexible time for students to learn. | • Teacher standards are developed with a broad-based input strategy;<br>• The process of developing teacher standards has a provision for ongoing renewal;<br>• Teacher standards are based on solid contextualized research findings of what supports learning. |
| **Feedback/ Assessment** | • State has developed an accountability mechanism to assess where they are, regarding learner outcomes, on a district- and school-wide basis;<br>• Learner outcomes are the basis for all state-driven assessment;<br>• Student assessments provide teachers feedback on the extent to which students have reached state goals;<br>• Assessment mechanisms use appropriate and multiple lines of evidence to assess student achievement;<br>• Assessment practices constructed in such a way as to promote positive learnig environment. | • Teacher assessment, both for licensure and employment purposes, is based on the teacher standards;<br>• Teacher assessment also provides feedback to the candidate on which goals he/she must still meet;<br>• Teacher assessment provides feedback to the state and preparers of teachers about the extent to which teacher training programs are helping teachers meet standards. |
| **Safeguards** | • State/districts have developed a plan for supporting htose students not meeting the student outcomes;<br>• State education agency monitors districts' level of student outcomes and has set policies and procedures for districts that cannot meet those outcomes (improvement plans, receivership, etc. | • Teacher goals are specific, yet not so specific as to standardize or trivialize teaching;<br>• Teacher development and licensure/certification process has a provision for helping teachers obtain established goals;<br>• Licensure/certification process has a provision for denying a license to teachers who cannot meet the stated goals. |
| **Incentives** | • Attainment of diploma is dependent upon meeting student oucomes;<br>• Business community recognizes diploma as representing the attainment of standards for employment purposes;<br>• Districts receive incentives in terms of flexibility, leadership and other professional development;<br>• School staff receive incentives for reaching student/school goals. | • Teacher standards are coordinated across states and with other national standards efforts to ensure the greatest ability for teachers to work across state lines;<br>• Attainment of teaching license is dependent upon meeting state-established standards;<br>• Teacher education programs receive incentives in terms of flexibility, leadership, and other professional development opportunities for producing teaching candidates who can meet the state's teaching standards. |

## TEACHER DEVELOPMENT

| Presevice Staff Preparation and Development | Insevice Staff Preparation and Development |
|---|---|
| • State Board policies regarding preservice preparation are not in conflict with other policies governing teacher preparation, such as those enacted by the Board of Higher Education, NCATE and the state legislature;<br>• State Board policies promote the recruitment of diverse candidates into teacher preparation;<br>• State Board policies support teacher development paths that support the realization of the vision. | • State policies for teacher development support the notion that teacher development is a lifelong process;<br>• State policies for teacher development encourage teacher development decisions to be made as close to the classroom as possible;<br>• State policies for teacher development are rooted in student goals and objectives and coordinated with policies for teacher assessment, licensure and preservice education. |
| • Preservice programs include early and sustained clinical experiences with students of a variety of needs/backgrounds;<br>• Preservice programs provide a phased-in induction period in collaboration with local districts;<br>• Preservice programs provide opportunities to develop specific proficiencies, rather than screen out potentially good teachers based on past educational deficiencies;<br>• Consortia of teacher training institutions and local districts develop plans to expose students at an early age to the possibility of higher education and teaching as a career. | • School development teacher support teams to provide assistance to staff on an individual basis;<br>• State-supported staff development programs recognize the context-specific nature of teaching and encourage individual and school-wide development plans;<br>• State recognizes a variety of activities as qualifying for professional development. |
| • Preservice teacher development is geared toward achievement of teacher standards;<br>• Preservice teachers jointly plan and conduct instructional programs with inservice staff;<br>• Candidates can enter preservice at various points in their education/career; their prior experience are taken into consideration when designing a program;<br>• Preservice training provides a foundational knowledge to candidates, provides the candidate an opportunity to apply that knowledge in a clinical setting, and then reflect on the experiences with input from peers and professionals; | • Teacher development is rooted in teacher standards;<br>• Teacher development reflects research on best practices;<br>• Individual professional development activities are developed with the input of colleagues and building administrators to ensure coordination with school, district and state goals;<br>• Staff development activities recognize that significant change takes place over time and requires time. |
| • Preservice teacher assessment supports positive practices;<br>• Candidates are evaluated through a variety of methods throughout their preparation;<br>• Preservice assessments provide candidates an opportunity to evaluate their own development, and if they choose, leave teacher training programs early in their career;<br>• Preservice teacher assessments provide data to the teacher education program and state on program effectiveness;<br>• Data from preservice assessments are used in making licensure decisions. | • Teacher assessment for licensure and assessment for employment purposes are kept as separate functions;<br>• Teacher assessment for development purposes is performed primarily by fellow teachers who know the context in which the teacher operates;<br>• Teacher assessment should include multiple lines of evidence and encourage teacher reflection—assessments should include work products as well as observations. |
| • State has policies and procedures in place for revoking the approval of a teacher preparation program based on the poor performance of its graduates;<br>• State has specific guidelines for teacher licensure based on attainment of state-established outcomes. | • State education agency monitors selected individual and district professional development plans to ensure integrity of the process;<br>• State education agency has policy and procedures in place to revoke a license when teacher has not met standards for inservice professional development for continuing licensure. |
| • State legislature provides specific funding to teacher educators to support their role in phased-in induction programs;<br>• State Board of Education, with the state legislators, provides scholarships and loan forgiveness programs for diverse and non-traditional students to enter and complete teacher development programs. | • State Board with state legislature provide discretionary monies to districts that have developed comprehensive professional development plans;<br>• State department provides waivers and other authorization as needed to allow local districts to combine teacher development monies across categorical programs to support district-developed professional development plans. |



BEST COPY AVAILABLE

| Elements of Accountability System | INSTITUTIONAL CAPACITY | |
|---|---|---|
| | **Expectations for Schools** | **Expectation of Teacher Education** |
| **Policies** | • School is seen as an organization where both students and teachers to learn;<br>• By policy and practice the school climate is positive and conductive to learning with high expectations for every student;<br>• School policies aligned with expectations for students and teachers. | • Policies for regulating teacher education are based on ensuring the outcomes – standards –versus the process of teacher education;<br>• Policies for teacher education have built-in review process to ensure they are having their intended effect;<br>• Policies for teacher education provide for a system of screens and magnets that encourage a diverse pool of highly competent teacher candidates;<br>• Policies for teacher education are aligned with policies for teacher development and licensure. |
| **Structures** | • Curriculum standards and frameworks in place;<br>• School accreditation requirements incorporate elements of teacher development – both preservice and inservice;<br>• Schools are a size that encourages personalized professional relationships among and between teachers and students;<br>• Schools develop student support teams to provide a mechanism for staff to jointly address strengths, interests, and needs of specific students. | • Structures are in place to ensure an ongoing dialogue between K-12 educators – at both the policy and practice levels – and teacher educators;<br>• Clinical experiences are provided in schools that meet state expectations. |
| **Processes** | • School accreditation process is aligned with learner outcomes;<br>• All school staff are genuinely involved in decision making about school mission, policies and programs;<br>• Administrators provide active leadership and model open communications and professional behavior;<br>• Teachers jointly plan and develop instructional programs with other staff. | • Teachers, parents, students, policymakers and other community stakeholders are regularly involved in dialogue with teacher educators about their programs...programs are adjusted based on feedback;<br>• Teacher educators employ known strategies of good teaching with teacher candidates, and base their programs on best practices;<br>• Teacher education is seen as a shared responsibility between higher education and K-12 education...practicing teachers are employed by higher education to assist in teacher development. |
| **Feedback/ Assessment** | • SEA collects, analyzes and reports data on school conditions, including all elements of the accountability system;<br>• School is responsible for assessing the performance of every student through multiple assessments; the school determines the best tool for their curriculum and objectives;<br>• School assessment procedures provide for both long-term and short-term outcomes;<br>• State assessments of schools provide schools with information at the local level for improving instruction. | • Assessments based on graduate's ability to meet established teacher outcomes;<br>• Assessment of teacher education also made statewide, taking into consideration overall teacher supply and demand, program duplication and institutional capacity to work with local districts;<br>• Assessment also includes evaluation by program graduates, local district personnel;<br>• Assessments provide teacher education institutions feedback for program improvement. |
| **Safeguards** | • State Board has in place policies and procedures for supporting districts/schools that are inadequately performing;<br>• Schools responsible for developing, with state assistance (and resources, if necessary), school improvement plans that are specifically linked to learning standards and standards of instruction. | • State Board, with the Board of Regents, has policy and mechanisms in place to reduce the number of suplicative teacher education programs, when necessary;<br>• State Board has policies and procedures in place to revoke the approval of any teacher education program that is unable to help students reach the state-established standards;<br>• SEA holds teacher education programs publicly accountable for their ability to meet the needs of teachers and districts. |
| **Incentives** | • Districts receive incentives in terms of flexibility, leadership opportunities and resources to provide time for professional development activities etc., for reaching student goals. | • Funding of teacher education is linked to assessment of those programs;<br>• Discretionary funding made available for teacher education programs to work on school improvement projects with local districts. |

| STATE-LEVEL RELATIONSHIPS AND RESPONSIBILITIES | |
|---|---|
| **Certification and Licensure** | **State Agency Roles** |
| • State policies clearly distinguish between certification and licensure;<br>• Requirements for licensure and certification are based on teacher standards;<br>• Policies include flexibility to allow for a transition period to a performance-based system and remain flexible to match advances in knowledge and practice;<br>• Licensure/certification policies aligned with policies governing the structures and processes of teacher development. | • SEA further defines policy through its rule making process, rather than expanding policies;<br>• SEA is responsive to all waiver requests provided for by state policy;<br>• SEA encourages flexibility in the roles of all school staff and related personnel to allow them to work in teams to help students reach learner outcomes;<br>• Align funding to support the accountability system. |
| • Structure of the assessment system for licensure provides for multiple lines of evidence, gathered over time;<br>• Structure of the certification categories reflect student goals and outcomes and values underlying that vision;<br>• Assessments provides specific feedback to candidate;<br>• Assessment structure provides flexibility for candidates to meet stated teacher outcomes;<br>• Tiered licensure system promotes ongoing development. | • SEA establishes required elements of teacher support teams and reviews localdistrict plans to check for such teams, but maintains a decentralized system for ongoing teacher development by, in part, deploying state education staff into the field;<br>• SEA roles and responsibilities redefined to serve specific purpose versus bureaucratic structure, e.g., professional development combined with teacher licensure. |
| • Ensure that personnel responsible for evaluation for licensure have authority and proper training to make decisions;<br>• Licensure and certification structure allows for multiple paths to licensure, i.e., not just teacher education programs;<br>• Process of certification promotes candidate responsibility for the licensure process. | • SEA conducts ongoing communications program to explain state education goals and programs to the public;<br>• SEA encourages and works with vertical teams of administrators, teachers, higher education faculty, etc., to develop and assess teachers;<br>• SEA supports teacher development as part of any initiative and coordinates development activities across initiatives. |
| • State education agency continuously monitors licensure process to ensure that assessments do not systematically exclude certain classes of candidates based on race, culture, ethnicity, and wealth;<br>• Licensure process, in fact, tests candidates' proficiency on teacher standards;<br>• State conducts long-range evaluation of effectiveness of performance-based licensure on improving student achievement. | • SEA sets and periodically reviews its expectation for teacher mastery of standards based, in part, on actual teacher performance on assessments;<br>• SEA develops and assists schools to implement appropriate teacher assessment methods;<br>Periodic district reports are made to state on teacher competency, as defined by meeting the standards;<br>SEA samples districtwide professional development plans. |
| • State education agency establishes and maintains policies and procedures for licensure revocation;<br>• Licensure revocation may be for substantially poor practice as well as legal violations, fraud, etc. | • Use state assessment results to allocate resources for improvement;<br>• SEA uses teacher certification results as a measure of the effectiveness of teacher education programs and publishes those results to consumers. |
| • Licensure process itself provides incentive for teacher education programs to improve practice;<br>• Tiered licensure process provides opportunities for successful candidates to be involved in reviewing, refining policies structures and processes that define the system. | • State resources redeployed toward locus of teacher activity, i.e., schools and classrooms;<br>• Rather than developing professional development programs, state provides resources for districts to develop programs;<br>• State provides discretionary funds for "cross-role" groups such as teachers, students, and business representatives, to develop innovative teaching strategies. |



BEST COPY AVAILABLE

| Elements of Accountability System | STATE-LEVEL RELATIONSHIPS AND RESPONSIBILITIES<br>Governance |
|---|---|
| **Policies** | • State Board, legislature, SEA and governor's office coordinate policies and activities on a regular basis to eliminate waste and duplication;<br>• Policies are made in partnership with those who will design the work and implement strategies;<br>• Policies are developed with "cross-role" group review. |
| **Structures** | • Vertical and horizontal teams are in place to provide input on aspects of teacher development, including pre- and inservice education, licensure, assessment, and how they relate to student achievement;<br>• Emphasis is placed on developing local governance structures, e.g., school councils. |
| **Processes** | • Leadership is clear and maintains a consistent vision over time;<br>• Local governance structures provide/maintain flexibility for classroom-level decisionmaking;<br>• Local governance decisions are informed by the feedback from the teacher accountability mechanisms. |
| **Feedback/ Assessment** | • Hold public forums to learn percep-tions about how teacher accountability system is working, i.e., satisfaction with teaching force, perception that teaching force is improving;<br>• Conduct regular policy review cycles for teacher development using "cross-role" task force;<br>• Periodically identify competing governance structures, e.g., SEA and NCATE, to identify barriers to aligning policy. |
| **Safeguards** | • Develop accountability measures for local governance struc-tures to ensure integrity in the decisionmaking process;<br>• Use the legislative auditor to report barriers and roadblocks in the system, as needed. |
| **Incentives** | • Create joint appointments on various governing boards, e.g., state boardsof education and regents;<br>• Ensure that naturally emerging local leaders are put on governance committees regardless of their specific title/ position. |



BEST COPY AVAILABLE

# Part II. Performance-Based Licensure

Many state boards are interested in developing a system of performance-based teacher licensure as a result of the current reform effort. As mentioned Part I, simply creating a performance-based licensure system without changing the other aspects of teacher development, or the accountability *system*, will most likely not lead to the type of reform in the teaching profession anticipated by most state-level policymakers. Yet, developing performance-based licensure is one essential step in reforming the system, a step that many states are currently studying.

Under a performance-based system, it is no longer sufficient for prospective teachers to pass a certain number of education and subject matter courses (which can vary widely in quality and content) in order to be licensed. Nor does a single test serve as the sole gauge of a teacher's fitness for the classroom. Rather, prospective teachers are required to meet high-level standards that define the knowledge, skills and dispositions that classroom teachers need to help students succeed. Whether or not teacher candidates have met those high standards is measured using multiple lines of evidence, gathered over time.

There are many advantages to such a system. First, it ensures that any teacher entering the classroom is actually capable of performing at an established level of proficiency. Second, the multiple assessments of such a system are a better measure of what teachers know and are able to do. They can also be used to assist teachers in improving their skills and knowledge. Third, establishing state standards for teacher performance helps the state build a consistent and comprehensive vision for education. Teacher standards are aligned with student achievement standards, combining process with goals.

Finally, and quite obviously, teacher licensure standards have a direct impact on teacher education programs, professional development and advanced certification. As a result, this new system helps the state expand its current role from being merely a "regulator" to that of being a vision setter and standard bearer. The real winners, of course, are the students in each state who will reap the benefits of improved and more demanding teacher preparation and standards of practice.

Changing to a performance-based system of teacher licensure is not easy for many reasons:

- It requires considerable effort by K-12 and postsecondary boards and by teacher educators in higher education and teacher mentors in schools.
- It means that policymakers in every state must develop a new vision for teacher accountability.
- It requires the identification of a process for the development of statewide standards and the accompanying assessment system.
- It necessitates building a broad base of support for the system (including state and local policymakers, teacher educators, teachers, school and postsecondary administrators, and parents) to ensure long-term implementation.
- It requires that the role and tasks of the state bureaucracy be revisited and redefined. The state education agency (SEA) can no longer be just a reviewer of transcripts, but will need to become more active in providing leadership and assistance, including evaluating and approving postsecondary teacher education and local district teacher assessment methods and programs.
- It requires that districts and colleges/universities change the way they do business as well as develop new overlapping roles and responsibilities.

## Standards-Based Assessment

Traditional assessments of teaching are not based on the conception of teaching that underlies the new sets of standards now being developed. State efforts to upgrade their teaching force must include not only the creation of more rigorous standards, but a change in the way teachers and teacher candidates are evaluated.

Studies have shown that there is little correlation between merely completing course work and becoming a skilled classroom teacher. So the traditional licensure method of looking at transcripts to see if a prospective teacher has taken enough of the required college courses is no longer valid. Nor can paper and pencil tests alone adequately evaluate many aspects of classroom practice, such as flexibility, creativity and diagnostic skills.

There are three general ways to gather the evidence needed to measure teachers' performance against standards. These methods, usually grouped together under the term "performance-based assessments," include:

1) Tests or test-like events
2) Observations
3) Performance

A true performance-based assessment system uses these multiple sources of evidence collected over time, and it is grounded in what research has found about what teachers need to know and be able to do to support the learning of all students.

In addition, such a system has advantages for evaluating prospective teachers who are coming from outside a state or system (or for those seeking alternative certification). This is because the emphasis is placed on whether or not the candidate can **meet the standards**, rather than upon what **route the candidate took** to meet the standard. Performance-based systems are also a way to ensure that evaluations are done not solely for licensure and advancement, but as a way for both candidates and experienced teachers to improve their teaching practices. Finally, they are an important way for policymakers to ensure that teacher education institutions are preparing teachers with the skills and knowledge that the state has identified as essential in order for students to achieve new higher standards.

Constructing an assessment system that uses multiple lines of evidence gathered over time will require significant changes from past practice. It involves the development and testing of various assessment methods for effectiveness and fairness. It requires the integration of each assessment, at the appropriate time, into every phase of teacher development, including preparation, clinical or practicum experience, licensure, induction, and advanced certification. Since the range of assessment methods will vary widely, their validity must be established and the issue of subjective versus objective evaluation resolved.

### Types of Alternative Assessments

**Portfolios:** May be used for course work during training, clinical/practicum experiences, induction periods, as well as for classroom teachers. Purpose and components to be included must be well defined. May range from personal goals and reflection to videos and student work. Evaluation principles and standards must be determined prior to development of portfolio. This is the most "popular" type, at present, of alternative assessment methods.

**Classroom/Practice Observation:** For teacher candidates during clinical experience and induction periods and for licensed teachers during probationary periods, as well as ongoing inservice evaluations.

**Peer Evaluations:** This may include other students in the case of teacher candidates or teaching colleagues in the case of licensed teachers.

**Supervisor Evaluations:** For teacher candidates, reviews are by professors or mentors. For practicing teachers, reviews are by principals or department chairs.

**Student Evaluations/Work:** May include specific feedback of students in classrooms or examples of their work, progress and achievements.

**Teacher Recognition/Accomplishments:** May include courses taken, special recognitions, enrichment activities, self-initiated research, career improvement activities, etc.

**Standardized Tests:** Tests are norm referenced and focused on measuring achievement of knowledge, usually in a subject-matter or course content area.

A great deal remains to be learned about how to design and administer such new assessments. Most in the field still regard them as "alternative" assessments — measurements that deviate from the traditional course work/testing model. But what appears to be certain is that they must become a critical part of the teacher development process and that policymakers must involve a broad array of groups in their development, including classroom teachers, mentoring teachers, teacher educators, school administrators and experts in the field of assessment.

All of the alternative assessments described in the box on page 14 are often considered part of a "portfolio" assessment, which adds to the challenge of defining assessment measurements. A portfolio, defined broadly, includes all types of assessments that lead to support and development decisions; or, more narrowly defined, can include only evaluative tools that determine graduation, licensure or advanced certification decisions.

An example of the elements of a portfolio assessment created in Maine is included in the box below. This portfolio example addresses the type of evidence gathering at the preservice level and, specifically, during a teacher candidate's practicum experience.

While portfolio assessment provides many advantages to both policymakers and teachers, it also poses significant challenges related to:

**Technical Quality:** Portfolio assessment relies solely upon the judgment of others, which requires serious attention to the reliability and validity of "scoring."

**Equity/Fairness:** Teacher candidates need to know how they measure up not just in terms of personal learning but also in terms of what will be expected of them. Unless criteria and standards are clearly articulated, portfolio contents may contain more information that provides evidence of learning rather than evidence of the knowledge, skills and dispositions set out in standards.

**Feasibility:** The feasibility of using portfolios must be addressed by state education policymakers and university and school administrators, as well as by researchers. Portfolio assessment requires significant resources in terms of time and money. Teacher educators must be allowed time to learn new assessment practices; to understand what to include in portfolios; how to instruct students who compile them; how to develop portfolio tasks; how to discern and apply criteria for assessing; and how to train or be trained to "rate" portfolios.

## PORTFOLIO ENTRIES

1) **Statement of your philosophy** of education and examples of how it has influenced your practice during student teaching.

2) **Sample of a unit** that you taught during student teaching and reflections on the following:
   - How child/adolescent development issues were considered in the development and implementation of the unit.
   - Descriptions of classroom management strategies used and reflections about their effectiveness.
   - Descriptions of teaching and facilitation strategies used, reflections on their effectiveness, how they were adapted to different learning styles, and a discussion of what other strategies might have been used.
   - Examples of assessment strategies and how you knew students had learned what you taught.

3) A **description and analysis** of how a difficult problem was handled during your student teaching assignment.

4) A **self-evaluation** indicating your strengths, areas for growth and plans for future development.

5) **Evaluations by others**, including cooperating teachers, students and supervisors.

6) If possible, a **video tape** of a teaching segment. (Parental permission needed.)

BEST COPY AVAILABLE

## Other Assessment Issues to Consider

The new teacher standards go beyond content and knowledge into the realms of skills, performance, and dispositions. Assessing teacher behavior and dispositions (rather than merely knowledge) moves teacher licensure decisions away from the *objective* to the *subjective* in a fashion that outstrips what we "know" in traditional ways and what we can "assess" in traditional ways. Specifically, judgements of quality under a new paradigm become much more dependent on the training and judgement of the assessor than on traditional testing instruments specifically designed to minimize interference by human decisionmakers (Dwyer, 1992, p. 149). Yet unclear is whether assessments based on the best professional judgements of trained evaluators will hold up under legal scrutiny.

Assessments have intended and unintended consequences, and state boards must be vigilant in monitoring both. In order to do this, state boards and professional organizations must pay attention to both the assessment of educators and to the system of assessing educators. If, for instance, early screening tests into teacher education programs have the effect of disqualifying a disproportionate number of candidates of color, then the assessment should be evaluated for its usefulness as an early screening device (regardless of its face validity).

Finally, policymakers must understand that licensure assessment issues cannot be totally separated from the process of teacher education (however defined). Thus, it would be a mistake to believe that because a state has defined and is appropriately assessing what a teacher needs to know and be able to do, it is then absolved from a responsibility to become involved with the institutions responsible for preparing and supporting teachers. The converse is also true, that defining and appropriately assessing the institutions charged with preparing and supporting teachers does not absolve the state from licensure responsibility. It is simply not possible to separate learning from the conditions of learning. In effect, the process of developing a high quality teacher workforce is like building a bridge that simultaneously begins on one shore of licensure and on the opposite shore of program accreditation. Both systems must structure their work to insure that the bridge meets in the middle.

## State System-Building

Creating a state system of performance-based teacher standards and assessments represents a radical shift in how states have viewed the teaching profession. At the same time, it holds great promise for not only improving the performance of students, but upgrading the profession of teaching. Many states, however, have not had the conceptual framework on which to build their policies in this area. Questions about the meaning of "performance-based standards," methods of evaluation, implications for teacher education institutions and how new standards will fit with other education reform efforts have yet to be addressed or answered by state policymakers.

In addition, many within the education community are wary of changes that will have to take place, and these people must be brought into the change process. Finally, states must have an awareness of activities in other states and at the national level as they build their system of standards and assessments. There should be compatibility with efforts such as the National Board for Professional Teaching Standards for advanced certification — and transportability among states of teaching credentials based upon high standards and valid assessments.

## References

Darling-Hammond, Linda and Snyder, Jon (1992). Reframing accountability: Creating learner-centered schools, in *The Changing Context of Teaching: 91st Yearbook of the National Society for the Study of Education*, Ann Lieberman, edit. Chicago: University of Chicago Press.

Dwyer, Carol (1994). Criteria for performance-based teacher assessments: Validity, standards and issues. *Journal of Personnel Evaluation in Education*, 8:135-150.

NASBE
NATIONAL ASSOCIATION OF STATE BOARDS OF EDUCATION

*Issues in Brief* is a publication of the National Association of State Boards of Education,1012 Cameron St., Alexandria, VA 22314 (703) 684-4000. Executive Director: Brenda Welburn. Editor: David Kysilko.

NASBE

The National Association of State Boards of Education is a nonprofit, private association that represents state and territorial boards of education. Our principal objectives are to strengthen state leadership in education policymaking; promote excellence in the education of all students; advocate equality of access to educational opportunity; and assure responsible lay governance of public education.

**The National Association of State Boards of Education**

1012 Cameron Street
Alexandria, Virginia 22314

(703) 684-4000

BEST COPY AVAILABLE

**U.S. Department of Education**
*Office of Educational Research and Improvement (OERI)*
*National Library of Education (NLE)*
*Educational Resources Information Center (ERIC)*

# NOTICE

## Reproduction Basis

| | |
|---|---|
| X | This document is covered by a signed "Reproduction Release (Blanket)" form (on file within the ERIC system), encompassing all or classes of documents from its source organization and, therefore, does not require a "Specific Document" Release form. |
| | This document is Federally-funded, or carries its own permission to reproduce, or is otherwise in the public domain and, therefore, may be reproduced by ERIC without a signed Reproduction Release form (either "Specific Document" or "Blanket"). |